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Forty-sixth session

REQUEST FOR INCLUSION OF AN ADDITIONAL SUB-ITEM IN THE AGENDA OF THE FORTY-SIXTH SESSION

APPOINTMENT OF MEMBERS OF THE INTERNATIONAL CIVIL SERVICE COMMISSION

Note by the Secretary-General

1. Agenda item 18 of the forty-sixth session of the General Assembly (Appointments to fill vacancies in subsidiary organs and other appointments) did not include a sub-item relating to the appointment of members of the International Civil Service Commission since no term of office was to expire at the end of 1991.

2. Articles 2 to 4 of the statute of the Commission provide as follows:

"Article 2

"The Commission shall consist of fifteen members appointed by the General Assembly, of whom two, who shall be designated Chairman and Vice-Chairman respectively, shall serve full time.

"Article 3

"1. The members of the Commission shall be appointed in their personal capacity as individuals of recognized competence who have had substantial experience of executive responsibility in public administration or related fields, particularly in personnel management.

"2. The members of the Commission, no two of whom shall be nationals of the same State, shall be selected with due regard for equitable geographical distribution.

"Article 4

"1. After appropriate consultations with Member States, with the executive heads of the other organizations and with staff representatives, the Secretary-General, in his capacity as Chairman of the Administrative Committee on Coordination, shall compile a list of candidates for appointment as Chairman, Vice-Chairman and members of the Commission and shall consult with the Advisory Committee on Administrative and Budgetary Questions before consideration and decision by the General Assembly.

"2. In the same way, the names of candidates shall be submitted to the General Assembly to replace members whose terms of office have expired or who have resigned or otherwise ceased to be available."

3. Article 5 of the statute provides in part that "the members of the Commission shall be appointed by the General Assembly for a term of four years and may be reappointed".

4. The Secretary-General has received notification of the resignation of Ms. Claudia Cooley (United States of America) and Mr. Michel Jean Bardoux (France), members of the Commission. The General Assembly will therefore be required at its forty-sixth session to appoint two persons to fill the unexpired portion of the term of office of Ms. Claudia Cooley and Mr. Michel Jean Bardoux, that is until 31 December 1993. Accordingly, it will be necessary to include in the agenda of the forty-sixth session under item 18 entitled "Appointments to fill vacancies in subsidiary organs and other appointments", an additional sub-item entitled "Appointment of members of the International Civil Service Commission".

5. The Secretary-General also suggests that the General Assembly should, in accordance with established practice, allocate the additional sub-item to the Fifth Committee.

6. At previous sessions, the Fifth Committee submitted to the General Assembly a draft decision containing the names of the persons recommended for appointment. It is suggested that a similar procedure be followed at the forty-sixth session.

7. The General Assembly may also wish to keep the item open so as to facilitate such further action by it as may become necessary during the forty-sixth session.

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Forty-sixth session

REQUEST FOR INCLUSION OF AN ADDITIONAL ITEM IN THE AGENDA
OF THE FORTY-SIXTH SESSION

FINANCING OF THE UNITED NATIONS TRANSITIONAL
AUTHORITY IN CAMBODIA

Note by the Secretary-General

1. The Secretary-General has the honour to request, pursuant to rule 15 of the rules of procedure of the General Assembly, the inclusion in the agenda of the forty-sixth session of an additional item of an important and most urgent character, entitled: "Financing of the United Nations Transitional Authority in Cambodia".

2. Owing to the nature of the item, the Secretary-General further requests that it be allocated to the Fifth Committee.

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REQUEST FOR INCLUSION OF AN ADDITIONAL ITEM
IN THE AGENDA OF THE FORTY-SIXTH SESSION

FINANCING OF THE UNITED NATIONS TRANSITIONAL AUTHORITY IN CAMBODIA

Addendum

Initial Phase of the Implementation Plan

Report of the Secretary-General

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 5	2
II.	SCOPE AND SIZE OF UNTAC	6 - 23	3
III.	CONDITIONS OF CAMBODIA'S INFRASTRUCTURE	24 - 26	7
IV.	FINANCIAL CONSIDERATIONS	27 - 35	8
V.	SUPPORT REQUIREMENTS	36	9
VI.	ACTION TO BE TAKEN BY THE GENERAL ASSEMBLY AT ITS FORTY-SIXTH SESSION	37	11

Annexes

I.	Letter dated 18 January 1992 from the Secretary-General addressed to the President of the Security Council	12
II.	Letter dated 24 January 1992 from the President of the Security Council addressed to the Secretary-General	14

I. INTRODUCTION

1. In order to assist the Cambodian Parties to maintain the cease-fire, the Security Council, by resolution 717 (1991) of 16 October 1991, had approved the establishment, under its authority, of a United Nations Advance Mission in Cambodia (UNAMIC) to be emplaced immediately after the signing of the agreements on a comprehensive political settlement of the Cambodia conflict. The agreements were signed in Paris on 23 October 1991 and included, inter alia, an invitation to the Security Council to establish, at an appropriate time, a United Nations Transitional Authority in Cambodia (UNTAC).

2. By resolution 718 (1991), of 31 October 1991, the Security Council, inter alia, expressed its full support for the agreements on a comprehensive political settlement and requested the Secretary-General to submit at the earliest possible date a report containing his implementation plan, including, in particular, a detailed estimate of the cost of UNTAC on the understanding that this report would be the basis on which the Council would authorize the establishment of UNTAC; the budget of UNTAC to be subsequently considered and approved in accordance with the provisions of Article 17 of the Charter of the United Nations.

3. UNAMIC became operational on 1 November 1991, and its mandate has since been expanded by Security Council resolution 728 (1992) of 8 January 1992 to include training in mine clearance and the initiation of a mine-clearance programme, as required, for the effective implementation of the Paris agreements. These actions have underscored the determination of the United Nations to help the Cambodian Parties and people to resolve their differences in a peaceful and democratic manner and constitute a positive undertaking pending the full implementation of the Agreements. In order to build on the momentum thus gained and to avoid an erosion of the peace process, it is necessary to ensure a timely establishment and deployment of UNTAC as soon as a formal decision is taken by the Security Council. The formulation of a plan to implement UNTAC's mandate is being prepared and will be submitted to the Security Council as soon as possible.

4. The process by which appropriations are made for peace-keeping operations is, in general, time consuming. It involves the preparation of the Secretary-General's report on the financing of the mission based on the implementation plan, its consideration and approval by the General Assembly, including the Advisory Committee on Administrative and Budgetary Questions and the Fifth Committee. In the case of a mission of the size and scope contemplated for UNTAC, to await the completion of this process prior to the entering into commitment of the magnitude required would necessarily have an adverse impact on a timely deployment. Consequently, the Secretary-General has informed the Security Council of his decision to submit to the General Assembly a proposal for the provision of an initial appropriation of US$ 200 million, which should be made available immediately upon the approval by the Council of his report on the implementation plan, to enable him to prepare for the first phase of UNTAC's deployment. The Secretary-General's letter dated 18 January 1991

addressed to the President of the Security Council 1/ and the latter's response of 24 January 1992 2/ are reproduced in annexes I and II to the present report.

5. This unusual approach of seeking a substantial appropriation in advance of the General Assembly's review and approval of the detailed cost estimate of UNTAC is prompted by the magnitude of the tasks to be performed by UNTAC and the consequent need to obtain in a timely manner the large quantities of equipment and services it will require, the near absence in the operation theatre of a support infrastructure and the inadequacy of the current cash and/or financial commitment authority available to the Secretary-General to provide for the anticipated pre-implementation goods and services. These factors are further elaborated upon in the following sections of the report.

II. SCOPE AND SIZE OF UNTAC

6. The mandate of UNTAC is defined in the Agreement on a Comprehensive Political Settlement of the Cambodia Conflict, particularly annex 1 thereof. Under the terms of the Agreement, UNTAC will have civilian and military components with a wide range of functions which will be elaborated upon in the Secretary-General's UNTAC implementation plan. The main tasks of UNTAC are described below and some assumptions are indicated, where possible, that may provide an idea of the likely cost of UNTAC.

A. Civil administration and human rights protection component

7. UNTAC will:

(i) Assume direct control over administrative agencies, bodies and offices in the field of foreign affairs, national defence, finance, public security and information;

(ii) Determine, in consultation with the Supreme National Council (SNC), the other administrative agencies, bodies and offices to be placed under its direct supervision or control or under such supervision as UNTAC considers necessary;

(iii) Determine, after consultation with the Cambodian Parties, the civil police necessary to perform law enforcement in Cambodia, which will operate under UNTAC's supervision or control;

(iv) Supervise all law enforcement and judicial processes throughout Cambodia to the extent necessary to ensure that law and order are maintained effectively and impartially and that human rights and fundamental freedoms are fully protected;

(v) Undertake, in consultation with the SNC or on its own initiative, investigations of complaints and allegations regarding actions by

the existing administrative structures that are inconsistent with or work against the objectives of the Comprehensive Political Settlement, and take appropriate corrective steps.

8. United Nations civil administration personnel will be assigned to administrative agencies, bodies and offices of the four Cambodian Parties. Such arrangements will be made at the central levels in the 21 provincial/municipal centres and, where appropriate, at some 200 administrative districts in the country.

9. In addition, UNTAC will make provisions for:

(a) The development and implementation of a programme of human rights education to promote respect for and understanding of human rights;

(b) General human rights oversight during the transitional period;

(c) The investigation of human rights complaints and, where appropriate, corrective action.

The human rights oversight and education functions will be visible and effective. For this and other purposes a sizeable information element will be required throughout the country.

10. UNTAC civilian police monitors will be deployed in all provincial capitals and in all districts. The structure, concept of operation and deployment will be commensurate with the tasks of controlling and supervising over 50,000 police of the Cambodian Parties deployed in some 1,500 locations.

11. The current assumption is that the deployment of UNTAC's civil administration, human rights and police elements would necessitate the provision from outside the country of nearly all support requirements, particularly accommodation, transportation and communications.

B. Military component

12. The functions of the military component of UNTAC will include:

(a) Supervision, monitoring and verification of:

(i) The withdrawal from and non-return to Cambodia of foreign forces;

(ii) The cease-fire and related measures including:

(1) The regrouping and relocating of all forces to specifically designated cantonment areas;

(2) Arms control and reduction;

(3) The phased demobilization of the military forces of the Parties;

(iii) The cessation of external military assistance;

(iv) Locating and confiscating caches of weapons and military supplies;

(b) The provision of assistance:

(i) To the International Committee of the Red Cross in the release of all prisoners of war and civilian internees;

(ii) In the disposition of unexploded ordnance devices;

(iii) In the repatriation of Cambodian refugees and displaced persons.

13. The tasks assigned to the military component will require deployment throughout the territory, with a larger proportion of military personnel in the north-west sector of the country. In this regard, it is relevant to note that it will be necessary to ensure the regrouping and the cantonment of over 200,000 regular forces of the Cambodian Parties currently deployed in over 600 locations. It will be necessary for UNTAC to establish and operate a large number of regroupment and cantonment areas within two weeks of the beginning of the formal supervision, monitoring and verification of the cease-fire. The regroupment and cantonment process must have the confidence and support of all the Cambodian Parties, and must therefore be carried out simultaneously. Concurrently, UNTAC must collect and secure the weapons and ammunition of some 220,000 militia of all Cambodian Parties at central and provincial locations. UNTAC military will also be deployed at border and other check points to ensure verification of the withdrawal and non-return of all foreign forces, the cessation of military assistance to the Cambodian Parties, the protection of reception centres for Cambodian refugees and other tasks.

14. The above functions will require a fairly large UNTAC military establishment, comprising infantry battalions, military observers and support units to be deployed throughout Cambodia.

C. Election component

15. UNTAC will be responsible for the organization and control of free and fair elections for a constituent assembly. Subsequently, the constituent assembly will be transformed into a legislative assembly which will create the new Cambodian Government. The responsibility and authority of UNTAC in this respect are elaborated upon in article 13 of the Agreement and in annex 1, section D, and annex 3 thereof.

16. The role of UNTAC will include, inter alia:

(a) The design and implementation of a voter education programme covering all aspects of the election;

(b) The design and implementation of systems of voter registration, political party registration, balloting and polling;

(c) The establishment of a system of safeguards to ensure the transparency and the impartiality of the electoral process;

(d) Overall direction of polling and the vote count and the certification of election results.

17. The elections will be held throughout Cambodia on a provincial basis in accordance with a system of proportional representation. Every Cambodian, including refugees and displaced persons, who is 18 years of age or over during the registration period and who was born or is the child of a person born in Cambodia, will be eligible to vote.

18. Although no reliable current figures are available, an estimate of about 8.7 million for the population of Cambodia would be reasonable, some 4.3 million of which are estimated to be 18 years of age and above and would constitute the voter population. The population is distributed in 19 provinces and two municipalities, comprising about 200 districts, over 1,500 communes and more than 13,000 villages.

19. Taking into account climatic conditions, the appropriate period for voter registration would be from October to the end of December and for the elections from the third week of April to about the first week of May.

20. The conduct of the electoral process will require that all associated activities be performed according to a planned calendar of events. The main activities would include:

(a) Framing of the election legislation and regulations;

(b) Training of registration and polling personnel;

(c) Compilation of the electoral roll;

(d) Monitoring campaign arrangement and ensuring compliance with the code of conduct;

(e) Registration of political parties;

(f) Organization of the poll;

(g) Counting and announcement of the results.

21. In turn, these activities consist of a large number of processes which must commence well in advance of the target date for completion of any one activity. Operations relating to the registration and the poll involve organization at the commune and settlement levels. As a result, election personnel will be located throughout the country, in terrains which prevent easy and quick access.

22. Although the registration and polling processes will take place only after the completion of the regrouping, cantonment and demobilization of the forces of the Cambodian Parties and other activities, for practical and economic reasons, the required support facilities should be installed to the extent possible concurrently with those required for other UNTAC elements.

D. Logistic and administrative support

23. To the extent possible, all components of UNTAC will be colocated at the central and local levels to achieve economy in the utilization of accommodation, transportation and communications. The logistic and administrative support component will be structured to provide integrated logistic support to UNTAC. UNTAC headquarters will be established in Phnom Penh with offices in key areas across the country. It will be necessary for a large number of logistic and administrative support personnel to be deployed early in the operation to establish the required support systems on the ground.

III. CONDITIONS OF CAMBODIA'S INFRASTRUCTURE

24. In his report to the Security Council on Cambodia dated 30 September 1991, 3/ the Secretary-General informed the Council that, given the state of Cambodia's economy and infrastructure, it would not be possible to obtain in Cambodia the equipment, supplies and services that the then envisaged UNAMIC would need. With UNTAC this is even more the case. Much of the infrastructure of Cambodia has severely deteriorated due to decades of war and weather damage. Maintenance has been inadequate and repair of infrastructure, in particular roads and the only railway line, has been hampered by the recurring damage of the yearly monsoon season and by a lack of equipment, skilled personnel and funds. This limited infrastructure will severely hamper the deployment and operation of a large-scale mission.

25. Many services and commodity requirements such as living accommodations, office space and furniture, fuel supply and storage, purification and storage of potable water, supply and storage of food, transportation services, repair and maintenance services, communications services, power generation, medical services and supplies, air support and others are either not available or in very short supply or in unsatisfactory condition.

26. There is no doubt that the prevailing situation will be aggravated with the onset of the rainy season from May to October. The indications are that the present state of Cambodia's infrastructure and economy will require UNTAC to be almost 100 per cent self-sufficient in providing its own equipment, goods and services. It is expected that movement of equipment to installation sites will be slow, adding more lead time before operational level is attained, and, more particularly, engineering work will be required to ensure movement of equipment and installation of accommodation and storage facilities.

IV. FINANCIAL CONSIDERATIONS

27. It is apparent from the preliminary description of the scope and size of UNTAC provided above that the implementation of UNTAC's mandate would require a vast movement of personnel and material on a scale hardly experienced before by the United Nations. The timely establishment of UNTAC depends to a great extent on the availability of large quantities of equipment and services and their deployment/installation throughout the country. Furthermore, the state of Cambodia's infrastructure would make in-theatre deployment even more difficult and time consuming.

A. Time-frame for the procurement of equipment and services

28. For the start-up of any mission, it is necessary to purchase, ship and install required equipment and supplies, charter aircraft, enter into contracts for services and identify, assign or recruit personnel. Temporary accommodations may have to be constructed. All these processes are subject to United Nations regulations, rules and procedures which are designed to ensure adequate control. They are also subject to factors beyond the Organization's control, such as manufacturers' production lead-time requirements, suppliers' delivery dates and shipping schedules.

29. Under the financial regulations and rules, expenditures cannot be incurred until funds have been allotted for the purpose for which they have been appropriated. The allotments provide the means by which funds can be committed and requisitions prepared. Bids for the provision of goods and services may then be solicited, evaluated and confirmed and contracts approved.

30. To obtain maximum economy, the United Nations resorts directly to the manufacturer for items requiring large expenditure such as vehicles, accommodations and communications equipment. In most cases, the Organization's requirements, in terms of quantities and specifications, cannot be met from manufacturers' inventories on hand. Depending on the item, manufacturers normally require months from the date of the placing of the order to be able to deliver the goods ex-factory.

31. To avoid the prohibitive cost of air freight, transportation by sea, road or rail is used to the extent possible to ship equipment and supplies from the manufacturer to the mission area. The equipment is then assembled, tested, installed, commissioned or erected in many locations in the mission area. This process requires several weeks to be completed.

32. Assuming that every requisition for a particular mission is given top priority, i.e. designated as an immediate operational requirement and given precedence over the requirements of all other missions, it would take several months before sufficient equipment and supplies reached the mission area for the start-up and deployment of the operation. Thus the earlier the commitment authority is provided, the greater will be the capacity of the Secretariat to

respond to the urgent need of immediate United Nations deployment, which is often dictated by prevailing political circumstances.

B. Financial commitment authority for the initial phase of the implementation plan

33. The current commitment authority of the Secretary-General, under the terms of General Assembly resolution 46/187 of 20 December 1991 relating to unforeseen and extraordinary expenses, is limited to a maximum of US$ 3 million under his own authority and US$ 10 million with the approval by the ACABQ. Such amounts are undoubtedly insufficient to cover the start-up costs of a large operation such as UNTAC that will require major expenditure for vehicles, communications equipment, chartering of aircraft, construction of accommodations, etc.

34. The current precarious financial situation of the United Nations and the continued shortfall in cash-flow requirements has been compounded by the general practice of basing assessments for peace-keeping operations on a six-month period, with further funding dependent upon the submission of detailed performance reports. Experience indicates that for some of the recent peace-keeping operations, for which assessments were made for a six-month period, payments of contributions have been tardy, with less than two thirds of the assessed contributions being paid at the end of the six-month period. These developments have reduced the Secretary-General's ability to have cash on hand to facilitate the start-up requirements of new missions pending the receipt of related assessed contributions.

35. Under these circumstances, and taking into account the magnitude of the tasks expected of UNTAC, its support requirements and the current state of Cambodia's infrastructure, it will be necessary for the Organization to be provided with an initial appropriation of US$ 200 million, to be made available immediately in order to facilitate the timely deployment of UNTAC as expected by the international community. This amount represents an estimate of initial requirements for the start up of the mission. It is expected that total requirements for the full implementation of the UNTAC mandate will be substantially larger, thus allowing the necessary adjustments to take place in the context of the full assessments following consideration and approval of the budget of UNTAC by the General Assembly. This initial appropriation will be taken into account when the full assessments are levied against Member States following an appropriation for UNTAC by the General Assembly.

V. SUPPORT REQUIREMENTS

36. The main objects of expenditure and the estimated corresponding requirements for which the initial appropriation of US$ 200 million is required include, but are not limited to, the following:

	In millions of United States dollars
(a) Accommodation	137.0

Residential accommodation, office accommodation and warehouse space is needed for several thousand personnel and UNTAC's stores and equipment located in Phnom Penh, in all provincial capitals and in other locations throughout the country, especially in the north-west. This will involve the purchase, international shipping, domestic transportation and installation of a large quantity of prefabricated buildings needed for the establishment of camps. It will also involve the provision of services and commodities such as power generation, water supply and purification units, sewerage, waste treatment, furniture and other equipment, refrigeration and cold storage, catering, etc.

(b) Vehicles	25.0

An extensive fleet of vehicles will be required for the movement of personnel, stores and equipment. This will include buses, cars and trucks, motorcycles and all-wheel drive vehicles to allow movement and the carriage of UNTAC stores and equipment in harsh conditions, and specialized vehicles such as fork-lifts and cranes for the handling of stores and equipment.

(c) Water transport	15.0

Water transport resources such as landing craft and barges will be required for the movement of personnel, stores and equipment to locations not adequately serviced by roads, particularly along the Mekong River and Tonle Sap.

(d) Communications	17.0

Telephone, telegraph, facsimile, data, radio and mail communications will be required both internationally and domestically for the effective functioning of all UNTAC components. The United Nations communications system must connect all provincial capitals and allow regional offices and headquarters to communicate with deployed elements from all components. These systems will need to be in place early to allow for the coordination and control of the establishment of UNTAC. This will involve the purchasing and installation of telecommunications terminal, switching, transmission and ancillary equipment and the purchase and installation of mobile radio equipment and repeaters.

	In millions of United States dollars
(e) Miscellaneous	6.0
Miscellaneous expenses including letting of international contracts for the installation of the above services and commodities.	
(f) Total	200.0

VI. ACTION TO BE TAKEN BY THE GENERAL ASSEMBLY AT ITS FORTY-SIXTH SESSION

37. The action that would appear to be required in connection with the financing of the initial phase of the implementation plan of the United Nations Transitional Authority in Cambodia are the appropriation of the amount of $200,000,000 covering the initial requirements for the first phase of UNTAC's deployment and the apportionment thereof.

Notes

1/ S/23458.

2/ S/23459.

3/ S/23097.

ANNEX I

Letter dated 18 January 1992 from the Secretary-General addressed to the President of the Security Council

I have the honour to refer to Security Council resolution 718 (1991) of 31 October 1991. In it the Council, inter alia, expressed its full support for the Agreements on a Comprehensive Political Settlement of the Cambodia Conflict and requested the Secretary-General to submit at the earliest possible date a report containing his implementation plan, including in particular a detailed estimate of the cost of the United Nations Transitional Authority in Cambodia (UNTAC), on the understanding that this report would be the basis on which the Council would authorize the establishment of UNTAC, the budget of UNTAC to be subsequently considered and approved in accordance with the provisions of Article 17 of the Charter of the United Nations.

In accordance with resolution 718 (1991), survey missions have been sent to Cambodia to collect the information required for the formulation of the plan of implementation of UNTAC's mandate. On the basis of this information, the report requested by the Security Council in resolution 718 (1991) is under preparation and it will be presented to the Council as soon as possible.

The President of the Supreme National Council, H.R.H. Prince Norodom Sihanouk, the Cambodian Parties and the international community have repeatedly stressed the need for the urgent establishment and deployment of UNTAC, in order to prevent any erosion of the peace process. I fully share these concerns.

Members of the Security Council are aware that the United Nations procedures relating to the establishment of new operations and the steps that must be taken before funds are committed and allotted to such operations represent a time-consuming process. Experience has shown that the launching of an effective operation requires funds to be committed several months prior to its planned deployment date to enable such preliminary actions as contracting for services, equipment procurement and delivery, establishment of advance parties and commissioning and installation of equipment and stores. In the case of UNTAC, the anticipated size and scope of the operation, the degraded state of Cambodia's infrastructure and climatic conditions would compound the problem of adequate lead time, which, unless it is resolved, could create serious logistic problems and cause delay in deployment.

While the full and precise cost of deploying UNTAC has not yet been determined, there is no question that the current level of commitment authority available to the Secretary-General - either with the concurrence of the Advisory Committee on Administrative and Budgetary Questions or on his own - prior to the finalization of the budget would fall far short of the amount that would be required to initiate preparations for a timely deployment of UNTAC once the Security Council has authorized its establishment.

In order to enable me to prepare for the first phase of UNTAC's deployment, I have decided to submit to the General Assembly a proposal for the provision of an initial appropriation of US$ 200 million, which, upon the approval by the Security Council of my report on the implementation plan, should be made available immediately for the procurement of accommodation, transportation, communication and other support equipment and services. This amount would represent an assessment of initial requirements and would be taken into account against the full assessments to be levied against Member States once the budget of UNTAC has been approved by the General Assembly.

I am convinced that this approach will facilitate the timely deployment of UNTAC, thus enhancing the prospects for the restoration of a durable peace in Cambodia.

I should be grateful if you would bring this matter to the attention of the members of the Security Council.

(Signed) Boutros BOUTROS-GHALI

ANNEX II

Letter dated 24 January 1992 from the President of the Security Council addressed to the Secretary-General

I have the honour to refer to your letter of 18 January (S/23458) in which you informed me that you had decided to submit to the General Assembly a proposal for the provision of an initial appropriation of US$ 200 million for the United Nations Transitional Authority in Cambodia (UNTAC). I have circulated your letter to members of the Security Council, who note your intention to proceed in this way and welcome your assurance to them that a full and detailed breakdown will be provided for ACABQ and the Fifth Committee when they consider this question.

(Signed) D. H. A. HANNAY
President of the Security Council